Continuing Education

A Resource Document, 1987

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Introduction

In 1981, the document *Continuing Education: The Third System* published by the Ministry of Education and the Ministry of Colleges and Universities, identified continuing education as a major component of the Ontario educational system. In 1982, after a careful study of the responses to *Continuing Education: The Third System*, the Minister of Education and of Colleges and Universities released *Continuing Education in the Schools, Colleges, and Universities of Ontario*. This publication summarized the government's intentions with regard to continuing education and provided a plan for policy development.

In section 6.6 of the Ministry of Education's *Ontario Schools, Intermediate and Senior Divisions (Grades 7-12/OACS): Program and Diploma Requirements, 1984* (0SIS), continuing education is defined as "the provision of learning opportunities for part-time or short- term learners following or outside of formal full-time study. This provision consists of credit and non-credit offerings other than

those courses taught during the defined school day in elementary and secondary schools". In this document continuing education includes all courses and programs -- both part-time and full-time -- that are mainly directed towards adults.

The information provided in this document is intended to address the needs of adult learners of every age and every social and economic background. These learners range from adults with less than Grade 9 education who wish to add to their formal. schooling to highly educated individuals who seek advanced studies or leisure-time pursuits. They include individuals who wish to improve their skills for employment or to develop new or existing interests, as well as disabled persons who are homebound and unable to participate in regular group programs.

Continuing education courses and programs can help develop the self-esteem of these learners, whatever their age or background. They can encourage and assist them to overcome personal, social, and environmental obstacles to learning through a supportive environment and challenging programs of study that build on their strengths, experiences, needs, and interests. They can also assist learners to acquire the competencies they require for self-directed learning and provide them with information regarding the requirements and standards for the credits, diplomas, or certificates needed for entry to college, university, apprenticeship, or occupational training.

This resource document provides principles for establishing effective continuing education programs in the province. Part I contains information that relates to all continuing education programs or courses for adults. Readers are advised to examine it carefully before reading the rest of the document. Part II is concerned with adult basic education, specifically national- langUage programs and adult literacy and numeracy. Part III contains information on non-credit general-interest courses. Information on Ministry of Education policy regarding the establishment of programs and secondary school credit and diploma retirements is contained in part IV.

I. Continuing Education

Adult Learners

General Characteristics of Adult Learners

The enrolment of large numbers of adults in a variety of educational programs in recent years is a challenge to learners, instructors, and administrators alike. In contrast to children and adolescents, adults attend school as a result of their own decision. They must then define the path, substance, and limits of their studies and fit these into the context of their daily responsibilities. mile adults, like younger learners, require information, advice, and direction from their instructors, they tend to play a larger role in the shaping of their education than do learners in traditional classrooms.

Another significant characteristic that sets adult learners apart from children and adolescents is the nature and quality of the experience that they bring to learning. Adults are fully formed individuals, whose capabilities, needs, and expectations have been shaped by their life experiences. Few adults look to their instructors for an interpretation of the real world. Instead, they arrive with their own views and often with immediate and specific expectations. Thus , it is particularly important that continuing education courses be relevant to learners and be practical and applicable to daily life.

On returning to a school setting, some adults may unconsciously assume behaviors and relationships that they associate with their earlier days in school. They may defer to their instructors, forgoing activities that they would like to do for those that the instructor has chosen for them and accepting the content chosen by the instructor not because it has real meaning for them but because they suppose it to be a necessary part of education. Such learners should continually be encouraged to make their preferences and concerns known.

Many adults may not have an accurate understanding of the occupational or academic requirements and standards that they will have to meet in order to achieve their goals. They should be encouraged to seek the necessary information either from their instructors or from available guidance and consultative services. (See the section entitled "Support Services for Adult Learners".)

Identifying the Individual Needs of Adult Learners

Ongoing identification of learners' needs is essential to the success of any continuing education program or course.

Initially the instructor may wish to interview the learner to identify immediate needs. With each new experience, the learner's needs will change and should be identified. The identification process should include the identification of strengths on which an individual's program should be based, as well as those areas that require work. The assessment procedures used to identify and describe each learner's basic skill levels should be administered in a non-threatening way, and their results should form the basis for an individualized program. Adult students will benefit from being fully informed about the purpose of the assessment, the methods used, and the results.

Groups With Special Needs

Identifying the Groups

Within the general population of adults in continuing education, there are groups of learners with special needs. These include the following:

- adults with physical limitations
- adults with learning difficulties
- immigrants with learning needs beyond that of language acquisition
- women seeking education or training for entry or re-entry into the work force
- people living in rural or isolated areas
- Francophones who require specific cultural support

Adults with physical limitations. A minority of adults require special consideration because of their physical limitations. Not only do adults bring to their studies a range of physical disabilities similar to that found among child and adolescent learners, but they also reveal a variety of additional physical limitations ranging from a reduction or loss of sensory acuity to impairment or loss of certain physical capabilities. These additional physical limitations, the normal consequences of ageing, must be accommodated in individualized ways wherever possible.

Adults with learning difficulties. Many adults suffer from learning problems of one kind or another and require special programs to help them continue their education.

Immigrants with learning needs beyond that of language acquisition. Many immigrant adults need to

acquire simultaneously the language skills, knowledge, and technical skills that they require for full participation in a highly literate and technologically advanced society. For example, some adults may be illiterate in their own language and thus may require literacy education as well as ESL/FL language instruction. Moreover, their already complex learning task is frequently complicated by the concerns they have about earning a living to support themselves and their families, finding an occupational niche, maintaining self-esteem, and managing on restricted resources.

Women seeking education or training for entry or re-entry into the work force. Women face special obstacles in returning to education or entering employment. Some may have been poorly prepared for such contemporary realities as the necessity for them to be lifelong wage earners. Others may have missed earlier opportunities to master such important subjects as mathematics and science. Still others, isolated from the social and economic mainstreams, not only lack information about the educational opportunities and support services available to them, but also experience fESLings of anxiety and helplessness. Such fESLings of frustration and hopelessness may be especially strong in women who are handicapped, undereducated, sole-support parents, or new arrivals in Canada.

People living in rural or isolated areas. Adults living in areas of low population density, remote from major centres of instruction, face many difficulties in acquiring advanced training. These difficulties include a lack of up-to-date information on available programs, a lack of learning materials and resources, costly and time-consuming travel, poor transportation services, unpredictable weather conditions, a lack of societal encouragement and support services, a limited availability of needed courses, and often a lack of program stability and continuity. For example, in sparsely populated districts temporary decreases in attendance can result in the permanent termination of programs.

Francophones. The French-language minority group in Ontario is not concentrated in a single part of the province; at least half of Ontario's Francophones live in sparsely populated areas or form very small minorities in highly populated areas. Their small numbers sometimes make it difficult to provide programs for them and, in particular, to provide much-needed cultural support. Although the Ministry of Education provides special incentive grants to school boards that offer continuing education courses for French-speaking adults where enrolment is low, there is still an insufficient number of continuing education programs in the French language, especially in the area of adult basic education.

Meeting Their Needs

Accommodating the particular needs of all of the groups described above presents special challenges for instructors and planners. However, because of their wide variety of program delivery modes, continuing education programs are very suitable for meeting adult learners' special needs.

Adults with physical limitations. Enrolment in continuing education programs is one of the most feasible ways for physically disabled adults to receive training. The following are important elements in the development of continuing education programs for these adults:

- the provision of outreach programs addressed to the physically disabled
- the provision of instructors and support personnel trained to work with the disabled
- the accessibility of program sites and the availability of suitable means of public transportation
- the provision of suitable building facilities and furnishings
- the meeting of individual student needs in the areas of timing and pacing of classes and modifying of classroom organization
- the provision of flexible, supportive programs and suitable learning materials

For adults who are unable to leave their homes because of physical disabilities, distance education and one-to-one itinerant tutoring programs, both of which are still largely undeveloped, may be the answer.

Adults with learning difficulties. A special effort must also be made to help the many adults in this group who need instructors, programs, and adult-oriented materials and exercises that are sensitively attuned to their needs, interests, and abilities.

At present various mechanisms exist for funding the institutions that provide programs for mentally handicapped or physically disabled students. The Ministry of Education provides school boards with special education grants for mentally handicapped students who are under twenty-one years of age. Handicapped students over twenty-one are funded under the adult basic education funding mechanism.

Immigrants with learning needs beyond that of language acquisition. Programs for these learners must deal with their different concurrent needs. In the case of adults requiring literacy education as well as ESL/FSL instruction, provision might be made for programs that utilize specially designed print and non-print materials that provide for both oral and written work at levels that non-English- and non-French-speaking adults can handle. Instructors for these programs should be highly trained in teaching both a second language and literacy and should provide learners with many opportunities for the development of reading and writing skills.

Women seeking education or training for entry or re-entry into the work force. Since many of these women lack information about local educational opportunities and support services (e.g. , financial assistance programs that cover the costs of child care, transportation, and school supplies), it is especially important that means be found to disseminate such information. The educational programs themselves should be affordable and conveniently located, with reliable child-care services provided nearby. They should also be designed to accommodate parental responsibilities, irregular hours of work, and the special concerns and interests of female participants. School boards may work in conjunction with agencies such as the YWCA, religious institutions, and social-service groups to meet the needs of these women.

People living in rural or isolated areas. Every effort must be made to overcome the difficulties faced by these adults and to provide suitable programming and facilities in rural or isolated districts. Some funding is available under the continuing education grants to encourage boards to provide services to this group.

Francophones. Since Ontario's school system presently offers services to Francophones from early childhood, it already has a structure, which other organizations lack, that can be used to respond to the continuing education needs of Franco-Ontarians. Through the organization of community schools in Francophone communities the school system will be able not only to fulfil its educational role but also, particularly in areas that lack a cultural centre, to respond to the special cultural needs of Francophones. The Ministry of Education's publication *Open Doors: A Community School Handbook* (1976) provides suggestions for initiating community schools and for strengthening the ties between the school and the community.

It would also be advantageous for the various educational agencies at the local level (school boards, colleges of applied arts and technology, and various Francophone associations) to co-operate in developing a master plan for the delivery of educational programs. They could begin by determining the needs of the Francophone population and the role that each agency could play in satisfying these needs. This would avoid any duplication of services and competition among similar programs for the same market. It would also make possible the mutual promotion of existing and projected programs. Such

open co-operation would benefit the whole community.

Assessment of Community Needs

Each continuing education course or program must respond to a perceived need. A school board will shape its assessment of community needs in accordance with its philosophy and policies on continuing education, its relationship to the community, and its resources. In any case, it is important that the following be decided on before the assessment is carried out:

- the purpose of the needs assessment
- the guidelines to be followed
- the role of the various participants in the project
- the scope of the resources that will be committed to the project

To give the needs assessment greater validity and credibility, members of the community should be involved from the start in the planning process. Continuing education administrators can promote community involvement by organizing or initiating educational planning meetings that include community representatives, by organizing interagency information and planning exchanges, and by representing the school board in a variety of community events. Through such activities, the board will acquire direct information about community activities, establish an ongoing liaison with community groups, and develop a better understanding of how its resources and those of various community organizations and groups can be utilized co-operatively for the continuing education programs needed by the community.

A community resource file or directory will be useful in locating citizens' groups, community leaders, and related service-agency personnel who should be consulted. For example, the following community metiers and agencies have been helpful in identifying the need for literacy programs: day-school principals, teachers in existing adult basic education programs, Employment and Immigration Canada counsellors, public health nurses, librarians, community agencies, social service workers, religious institutions, and media sources. Similarly, the following community members can be consulted with regard to the need for ESL/FSL programs: individuals, parent groups, school principals and community workers, local agencies, subject-oriented teacher organizations such as the Association of Teachers of English as a Second Language of Ontario, local politicians, federal and provincial government agencies, local employers, and trade-union representatives.

People can be contacted by telephone, visitation, or mail, or through public meetings. Some provision should be made for communicating with individuals who do not speak, or are not literate in, English or French.

The following may be used as sources of information in either a formal or informal assessment of community needs:

- personal interviews
- multilingual questionnaires mailed to members of the community
- surveys taken among students in existing programs, teachers and supervisors, business representatives, educational-training officials in industry and unions, and social-service representatives
- surveys of government agencies (e.g., Employment and Immigration Canada can provide information on levels and types of employment and on immigration patterns) and consultations with immigration authorities regarding anticipated newcomer arrivals

- committees that represent a cross section of the community and provide information on the groups they represent
- a multilingual answering service provided by the school or a community group to deal with program inquiries
- responses to public announcements through the media from adults interested in upgrading their skills

Another approach to assessing needs is the use and interpretation of social indicators that provide basic demographic, social, educational, and economic information about different segments of a population. Such information is available in census and Statistics Canada materials. Other government departments maintain up-to-date data by groups on such matters as levels of unemployment and social assistance, economic conditions, and educational background. Similar information may be collected at the local level to assist in developing and justifying continuing education services for particular sectors of the community.

Community Learning Councils

A wide variety of continuing education courses at the community level have traditionally been offered by local agencies. These agencies include parks and recreation departments, YMCAs and YWCAS, colleges, universities, school boards, libraries, and social agencies.

Some communities have organized community learning councils, composed of representatives of the organizations that provide continuing education in the community, to co-ordinate their continuing education programs. The primary purpose of these councils is to facilitate the sharing of ideas and initiatives for meeting the learning needs of the members of the community. Specifically, these councils:

- help to prevent unwarranted duplication of programs;
- provide a sounding board for new education ideas in the community;
- recommend or review programs that have financial or political implications;
- respond to government initiatives and policies;
- promote and foster adult continuing education among all citizens.

They do not, however, impose restrictions on member organizations in terms of the nature and types of courses offered.

Learning councils vary widely in their organization and formal structure. They may be formed on an ad hoc basis, or a standing committee may be established. The following are two different kinds of learning council:

- ***The professional educators' group***, composed primarily of continuing education personnel from colleges, universities, and school boards, promotes and co-ordinates continuing education programs, prepares information about these programs for interested groups, and provides professional development for instructors.

- ***The community group*** represents a broad spectrum of citizens interested in improving the quality of community life. Social and recreational activities, informal education, and employment are typical interests of community groups. Such groups often begin by identifying community needs and then encourage existing groups, agencies, and institutions to address them.

Communities that do not form learning councils may set up an informal network for the sharing of

information among members and interested groups regarding the nature and types of courses available. Members of such a network might co-operatively:

- prepare a publication listing courses available in the community;
- advertise and promote available continuing education courses through brochures, mall displays, and posters;
- refer students to appropriate institutions or organizations;
- provide suitable facilities and equipment for continuing education courses.

Support Services for Adult Learners

Support systems for the adult learner should encourage and enable learners to enrol in the type of program best suited to their needs and interests, as well as to accept responsibility for their own learning. Such support can be crucial to the success of the learner. This section examines some of the types of support that can be made available to continuing education students.

Structures and Programs

Schools that are flexibly structured will accommodate the needs of the great variety of learners in continuing education programs. The following features lend flexibility to continuing education structures and programs:

- the possibility of joining a course at a number of different times during the year (e.g., through semestered or trimestered programs)
- the articulation of programs offered by various agencies (e.g., a continuum from adult basic education and national-language programs to secondary school credit programs to colleges of applied arts and technology and universities)
- the opportunity for learners to participate in program planning
- the availability of intensive short courses that meet particular needs
- the availability of thirty- or sixty-hour modules for one-quarter or one-half credit
- the availability of independent-study opportunities
- the provision of school- and community-related packages that have a specific job preparation emphasis
- the use of correspondence education materials
- the availability of co-operative education programs

Other types of support that will help adults to succeed in continuing education programs include the following:

- the provision of an appropriately balanced and well-organized program
- the provision of guidance services that focus on adult students, direct them to the specific courses they need to attain their personal career objectives, and follow up on their progress
- accessibility to resource centres, libraries, and counselling
- the provision of child-care services
- the opportunity for learners to socialize informally within the school (e.g., the provision of coffee rooms)

Some of these types of support are described in more detail on pages 12 and 13.

The Learning Environment

Adults require a learning climate in which they can work confidently on topics that are relevant to their personal needs and that draw on their own experiences. If they are encouraged to participate in the decision making related to their learning, they will be more likely to take some responsibility for the consequences of those decisions, as well as for their own learning, and to offer suggestions for increasing the effectiveness of their learning.

In general, adults, like all learners, want a learning environment with the following features:

- a comfortable and attractive physical environment arranged as far as possible to accommodate adult needs
- a teacher whom they can trust and who is supportive
- supportive peer relationships
- a consistency of approach and a sense of sequence

Instructors should help adults to develop independent- study techniques and should provide them with the periods of orientation and adjustment that they will need to master the content and skills. Instructors will also help students to set their own targets, sometimes cautioning them about aiming too high and sometimes challenging them to take bigger steps. Learners should be able to achieve individual goals by means of steps that are modest, sequential, easy to achieve, and easier still to recognize. For some students, the idea of a contract is appealing. Together the instructor and students set targets, agree on time lines, identify resources, and outline evaluation criteria. Students expect that their goals will be taken seriously, that they will be able to see how the short-term goals relate to their overall educational goals, and that they will participate in establishing the short- and long-term goals.

The consultative role of the instructor is an important aspect of the instructor-learner relationship and an integral component of the instructional process. The instructor encourages students to take calculated risks, assists them when and if they need help in solving their problems, and provides suggestions and positive feedback when appropriate.

Counselling and Information

The provision of counselling services can be very important to the success of any adult program. Such services might offer guidance information that addresses personal, vocational, financial, and related concerns of adults. However, their most important function will be to inform students about educational opportunities and requirements related to their career and life goals. Adult learners should be encouraged to make their own choices with regard to courses and programs, but advisory services should ensure that these choices not only allow students to achieve a reasonable measure of success but also fulfil their educational requirements. Ongoing tutorial help on how to study can also be offered to adult learners.

Initially, adults wishing to return to study need information. Telephone contact, the mailing of literature, and personal interviews are important means of providing the pertinent information. Such services should be based on the understanding that adult learners have been out of school for a while. Prospective students may not understand terms such as **credit**, **maturity allowance**, or **basic level** course. For this reason, all information should be presented in language that is clear, concise, and readily understandable to the layperson.

Libraries, community information centres, literacy councils, and some government employment, social-service, and health agencies collect and offer information on the location and hours of the various continuing education programs in their areas.

Advisory services can also refer students for professional assistance when it is required. School boards can work with colleges of applied arts and technology, universities, Canada Employment Centres, social service organizations, religious institutions, service clubs, and municipal and provincial organizations to provide a bank of referral services within the community.

Transportation

A central location easily reached by public transportation is often of vital importance to the success of a continuing education program. In large urban centres tickets for public transportation are provided in some programs, such as adult basic education, to assure that the cost of getting to the program is not a barrier to participation. In some instances these tickets are provided by the municipal welfare department; in other programs the local school board designates funds for this purpose. Transportation for handicapped students can be arranged with the appropriate community service. In some areas mobile classrooms are used to increase the accessibility of programs.

Child Care

For many people access to child care is essential to their participation in a program. On-site child care, funded by provincial or municipal social-service departments, is provided as part of some programs; in other cases child care is made available through child-care programs offered in local schools in conjunction with co-operative education or family studies programs. In the case of parents of school-age children, programs can be timed to fit the children's school schedules. Some agencies offer information and assistance to adults seeking spaces in established day-care centres. Students may wish to organize their own child care if space is provided for them to do so. One-to-one tutoring in the home can be used to deliver programs to individuals who cannot get out because of family responsibilities.

Financial Assistance

The cost of transportation, clothes, school supplies, and incidental expenses can be a serious obstacle to regular school attendance even if basic income maintenance is provided through Family Benefits allowances or General Welfare Assistance. Students living on unemployment insurance or in family circumstances where their return to school is not supported by a spouse or parents may be in major financial difficulty.

On the whole, financial assistance is not available to continuing education students. A few school boards, in co-operation with municipal social-service departments, provide opportunities for unemployed students to earn money through work-activity projects. Counsellors may be able to help students find part-time work or housing or obtain General Welfare Assistance or a subsidy. A small minority of students may be fully financially supported for a limited period of study through assistance provided by such agencies as the Workers' Compensation Board and the Vocational Rehabilitation Services of the Ministry of Community and Social Services.

Program Delivery Modes

School boards that wish to encourage adults to participate in adult education will want to make any alterations to their operation that are necessary to facilitate the return of adults to school. They will also want to develop continuing education programs and delivery methods for learners who, because of distance from an educational facility, handicaps, work schedules, or lack of familiarity with modes of formal education in Ontario, are unable to avail themselves of traditional programs.

The following are modes by which programs can be delivered to adult learners:

- full-time regular day schools
- full-time adult day schools
- part-time evening and day programs
- community schools
- one-to-one tutoring programs
- summer-school programs
- distance education (self-instructional programs offered by school boards and the Ministry of Education's Independent Learning Centre through such vehicles as correspondence courses and TVOntario programming)
- alternative schools
- co-operative programs involving a number of agencies (see "Assessment of Community Needs" above)
- education-in-the-workplace programs
- educational programs in such institutions as hospitals and prisons
- other programs

The following is a description of some of the continuing education program-delivery modes that currently exist. Some variations of these, involving the teaching of national languages, are examined in part II of this document.

Full-time regular day schools. Many school boards have integrated adult students into their regular day-school operation. In such cases adult classes use the facilities in a regular school building but operate on their own timetable. Such adult classes may or may not be part of the daily educational routine of the institution. The following are some of the advantages of this arrangement:

- The physical and human resources of the building (e.g., libraries, counselling services, gymnasiums, technical shops) are available to the adult learners.
- The motivation of adult learners has a positive impact on the behaviour and motivation of adolescents.
- A greater variety of credit courses may be available than can be offered in an exclusively adult school.

In general, the instruction, services, and learning materials provided to adults in day schools should be roughly comparable to those available to regular elementary and secondary school students.

Full-time adult day schools. Flexibility is the main advantage of exclusively adult learning centres. Multiple starting and ending dates, a wide range of course offerings (credit and non-credit), greater flexibility in staffing (involving the use of both contract and non- contract personnel), and an adult tone and atmosphere are some of the predominant features of these schools. Moreover, using a building that has been designed and is operated exclusively for adults during both the day and the evening eliminates certain administrative difficulties (e.g., the scheduling of classes and activities) that may occur in a building that is operated predominantly for children or adolescents. Regular school buildings or other facilities (e.g., the hall or community centre of a religious institution) may be adapted for continuing education for adults.

The program's aims and objectives, the courses to be offered, enrolment trends, staffing capabilities and costs , and timetable preferences, as well as the extent of additional adult services and facilities to be

provided, are important items to consider when full-time adult day schools are being planned.

Part-time evening and day programs. Evening classes provide educational opportunities for students who are unable to attend daytime classes because of work or other commitments. While evening classes are usually held in schools, programs for special groups such as teenage mothers or seniors may be held in other locations, including community centres and religious institutions. In some areas libraries and other community agencies co-sponsor evening classes. Many of these classes increase their accessibility by accepting students on a continual basis.

Some school boards offer part-time continuing education classes for adults (e.g., in adult basic literacy or ESL/FSL) during the day. These daytime classes vary from two-hour classes scheduled twice a week to three- and four-hour classes that meet five days a week. The location of the day classes depends on the availability of space and the requirements of the adult student population. Classes are often held in elementary and secondary schools that have empty classrooms as a result of declining enrollments. However, other locations, such as community centres, libraries, and senior-citizen residences, can also be used if they are centrally located or if they are better suited to the needs of a particular group. Some of the organizations that have co-operated with school boards in offering daytime adult literacy classes include colleges of applied arts and technology, libraries, community centres, YMCAs and YWCAS, community literacy associations, local social-service agencies, and various federal and provincial government agencies.

Community schools. In this document a community school is defined as a school that meets community needs by providing programs and activities of an educational, recreational, cultural, and social nature. Community schools operate both during the day and after regular school hours. Some function as decentralized units within a board, making their own decisions about fees and program offerings; they are assisted by advisory committees made up of school representatives and a cross section of community members.

Community school programs offer the following advantages to a community:

- They provide an effective means of identifying and responding to community needs, interests, and concerns.
- They encourage community members to offer their talents and resources to the community and to participate in decision making related to education.
- They assist the community in the use of school space.
- They function as an excellent means of informing the community of matters that affect education.

Additional information on community schools is provided in the ministry's publication *Open Doors: A Community School Handbook* (1976).

One-to-one tutoring programs. One-to-one tutoring programs are usually provided by volunteer groups, but a few school boards are now supporting them for adult basic education programs. One-to-one tutoring provides learners with a flexible program and individual attention. Sessions are usually held once a week, at a time and location convenient to both the tutor and the student. Tutors are trained by the sponsoring agency. The problem of isolation sometimes experienced by students and tutors in these programs can be alleviated by newsletters, small work groups, and social events incorporated into the learning process.

Summer-school programs. Adults are invited to attend summer school, although regular day-school students are the predominant clients. The partial credit courses (modules) offered in summer-school

programs are particularly useful to adults who wish to upgrade the level of difficulty at which they are working or who require a short-term orientation course prior to enrolment in a regular credit program.

Distance education. As defined in *Continuing Education: The Third System*, "distance education is the delivery of educational programs by means of one or more of a variety of media to students at a distance from the campus, building, or headquarters of an educational agency" (p. 66). A variety of forms of distance education, including correspondence, home, and independent study, currently exists. In general, school boards are using distance- education materials to provide adults with a self-instructional credit program in which they are assisted by tutors. This system is often adopted as an alternative to the traditional evening credit program. Distance-education courses are useful to students, particularly in rural areas, who cannot attend an existing evening program on a regular basis, as well as to those who are late in registering for an evening course and wish to begin their studies immediately.

TVOntario is an excellent example of distance-education programming. It provides Ontario households with access to part- time adult and family learning opportunities in both official languages via cable distribution systems. Satellite distribution extends the service to remote areas of the province. Through both its own and its acquired programming, it is a valuable resource for continuing education in the following ways:

- It complements existing continuing education offerings.
- It supports and encourages the use of existing or newly developed learning resources.
- It provides educational opportunities that would not otherwise be available.

TVOntario's programming can be used by individuals at home or, through videotape playback, in regular classrooms and in the adult education classes offered by public libraries and cultural, recreational, and social-service agencies. In addition, TVOntario's research branches provide current information on learning needs and interests in the province, formative and evaluative input related to specific projects, results of audience-response measurement, and educational marketing.

Alternative schools. Alternative schools are often developed in response to special needs within the community (see section 5.16 in the Ministry of Education's publication *Ontario Schools, Intermediate and Senior Divisions*). The programs of independent study offered by alternative schools seem to respond well to the needs of adults who wish to complete their secondary school education or who already have a secondary school diploma but wish to pursue studies in greater depth in a particular area. In alternative-school programs students have access to a teacher's help when they require it. This contact between teacher and students facilitates the development of students' self-confidence.

Other programs. Although this document is concerned primarily with programs offered by school boards, the following organizations and institutions are also involved in helping adults to determine and in providing them with the goals:

- colleges of applied arts and technology
- universities
- federal departments and provincial ministries
- municipal and private organizations
- trade unions
- voluntary organizations

Marketing and Promotion

While the needs assessment and the assistance of advisory committees will largely determine what programs are to be offered, actual student enrolment in programs will depend to a great extent on various marketing and promotion strategies. Clearly, adults are more likely to participate in continuing education programs if they know of the existence of these programs and have information on the specific programs that are available, their location, and the extent to which these programs meet their learning needs. Continuing education administrators must be aware of the factors that motivate adults to enrol in their programs, and a major effort must be made to inform potential students about continuing education opportunities through a variety of channels.

The most popular means of promoting continuing education programs is through printed brochures and calendars. Information may also be communicated to client groups through the following means:

- newspaper advertisements
- television announcements (on both cable and commercial television)
- radio announcements
- audio-visual presentations to parent groups, senior-citizen clubs, and religious groups
- open-house displays
- displays in public areas such as shopping malls

In addition to information on course content, promotional materials should provide information on the following:

- registration procedures
- program costs (both registration fees and costs for textbooks and materials)
- refund possibilities
- equivalent standing (Counselling services should be available to advise students in this regard.)
- availability of allowances for special groups such as senior citizens
- location of courses, including information on transportation and accessibility
- times, days, and duration of courses
- holiday schedules
- information of interest to specific client groups (e.g., credit versus non-credit courses, career opportunities, possibilities for language improvement)
- availability of unemployment insurance benefits or General Welfare Assistance for potential students

In some cases embarrassment or fear on the part of potential students may represent a major challenge to be overcome; this is especially true in adult basic education, where individuals may be hesitant to admit their needs. Outreach programs can be designed to contact such people on a one-to-one basis either directly or through familiar and trusted community organizations and institutions that have been informed about the program.

Instructors of Adults

Basic Requirements

The extent to which continuing education courses succeed depends largely on the knowledge, skills, and attitudes of the instructors (both professional staff and volunteers). To achieve a successful return to education, most adults require a constructive relationship between instructor and learner. In co-operation with their students, instructors should assess students' learning needs and interests, establish learning priorities, create a positive and supportive learning climate, select appropriate instructional methods and

materials to meet their students' needs, evaluate students' progress and make appropriate program modifications, and, where necessary, refer students to programs that closely respond to their learning needs. Extensive knowledge of the following will be helpful to instructors:

- adult education, including theories of adult learning and adult learning styles
- the art of teaching, including relevant theories and methods of presentation, evaluation, and consolidation of learning
- program development, including the theory underlying the implementation, evaluation, and development of independent and group approaches
- course content, including relevant theories underlying the selection of content and the development of skills
- educational guidance, including occupational or academic requirements beyond the limits of specific courses and the means of attaining them

Teaching Strategies

The following are some teaching approaches that are particularly relevant to adult continuing education classes:

- Instruction should be designed to emphasize episodic learning experiences in preference to those that require unbroken development over long periods of time, since adult enrolment in formal learning programs is basically voluntary and usually on a part-time basis.
- Course assignments and projects should be designed to incorporate adults' experiences and to address individualized topics as far as possible.
- Course content and assignments should be selected to meet learners'individual needs.
- An attempt should be made to identify students'individual learning styles and to design presentations and strategies that match these styles.

Staff Development

School boards have some flexibility in selecting continuing education administrators, instructors, and support staff. Although the qualifications for teachers of secondary school credit programs are governed by the regulations, instructors of national languages for adults (non-credit), adult basic education, and general- interest non-credit courses are not required by law to hold formal qualifications. As in any educational system, professional development is essential to the maintenance of a competent staff and to the success of programs in continuing education.

Preservice training will orient instructors to the,goals and format of programs and provide them with teaching, supervision, and evaluation strategies, while giving administrators the opportunity to outline their expectations. In the case of programs for learners with special needs, preservice training acquaints instructors with learner needs and with the specialized curriculum required. Ongoing in-service training is important for several reasons. It provides an opportunity for instructors and support staff to discuss program needs, as well as to share new ideas or materials for improved instruction. In-service programs also demonstrate the administrators' commitment to and support of the instructors. This is particularly important for part-time instructors who teach a few hours per week in locations where there may be only one or two classes. Frequently these instructors fESL isolated from colleagues and administrators. Staff exchanges among comparable continuing education facilities can also help to alleviate this problem.

The Ministry of Education encourages the development of continuing education personnel through special courses at the faculties of education or other appropriate institutions. This ensures that standards

of instruction, achievement, services, and learning materials for adult learners are consistent with those available to learners in regular full-time programs. School boards are also encouraged to provide new instructors with the following:

- information, workshops, and other forms of professional development on adult education
- opportunities for sharing knowledge, experiences, and difficulties during continuing education staff meetings
- direct contact with experts in the field and with experienced continuing education teachers on staff

Boards should also provide opportunities for student teachers from faculties of education to gain some of their practice-teaching experience in a continuing education program.

Instructors should be strongly encouraged to attend provincially and locally organized conferences and workshops offered by Ontario professional associations, the Ministry of Citizenship and Culture, and local social-service agencies.

Evaluation

Student evaluation should be ongoing and should be used to support learners and to guide them to the successful conclusion of the programs they have selected. The evaluation process should also apply to programs, their operation, their effect on student outcome, and the instructors who deliver them. All evaluation should be based on the objectives set for the program and the learners.

Program Evaluation

School boards can use the results of program evaluation to ensure uniform standards, provide feedback to instructors, and facilitate the making of decisions about future programs. Programs should be evaluated against the following criteria:

- Do they satisfy student needs?
- Do they meet institutional guidelines?
- Do they suit local conditions?

The following aspects of a program should be considered in the process of evaluation:

- the objectives set for the program
- the variety of students who enrol
- the number of drop-outs
- the value of suggested prerequisites and pretests
- the teaching methodologies employed
- the relevance of the content to student needs
- the methods used for student evaluation
- the methods used for staff evaluation
- the rate of success achieved by students
- the workload and responsibilities of the teaching and support staff
- the flexibility of timetabling and scheduling
- the suitability of the facility and its location
- the availability of equipment and supplies
- the suitability of the safety procedures
- the methods used for marketing and promoting the program

- the methods used for budgeting and recordkeeping
- the cost effectiveness of the program

The previous sections "Assessment of Community Needs" and "Marketing and Promotion" (pages 7 and 18) also contain information that is relevant to program evaluation.

Teacher Evaluation

The purpose of teacher evaluation is to ensure that the instruction in credit courses is consistent with the objectives set for the program and is suited to the needs of the learners. Criteria such as the following may be used as part of the evaluation process:

- the use of instructional language that is appropriate to the learner and the learning objectives
- the extent of use of the adult learner's expertise
- the use of teaching methods that are appropriate to the background of the learners and to their individual learning styles
- the use of appropriate teaching strategies, including small-group and individualized learning
- the use of a variety of media
- the use of a variety of methods for evaluating students

Some evaluation processes may be more formal than others. In all cases the evaluation process should be used to help teachers improve areas of weakness as well as to recognize and reinforce strengths.

Student Evaluation

Constructive, supportive student evaluation contributes significantly to a positive learning atmosphere and to the relevance and importance of a course for students. Learners should have a clear indication of their progress towards the achievement of the stated objectives of the program or course. In the case of credit courses the evaluation process measures the student's achievement of the performance criteria for the course.

Evaluation should be an ongoing process and should consider individual differences such as background experience, level of maturity, and learning styles. Students should be aware of all evaluation criteria and should be involved in the evaluation process.

A variety of evaluation techniques should be used. The following are some of the alternatives that could be considered: checklists, anecdotal reports, rating scales standardized testing and scoring, subjective appraisals, I grades, attitude appraisals, student self- evaluation, interviews.

Conclusion

The Ministry of Education recognizes the phenomenon of part-time learning and its growing importance in the context of education in Ontario. It is essential that the provision of continuing education in schools continue to grow in response to Ontario's educational needs.

II. Adult Basic Education

Introduction

Adult basic education consists of courses and programs designed to develop the knowledge and skills necessary for an adult to function fully in modern society. It includes:

- instruction in one of the national languages (English or French as a second language) for adults with facility in neither language;
- adult basic literacy and numeracy;
- citizenship training.

Each of these components is dealt with in this part of the document. Citizenship training is treated as a subsection of the national-language instruction component.

National-Language Programs (ESL and FSL)

Introduction

The recent waves of immigration to Ontario have changed our society rapidly and dramatically. At present, more than two million people in Ontario (approximately 25 per cent of the total population) were born outside Canada; they represent over eighty different ethnocultural groups. Wile in the 1960s only one out of ten immigrants to Ontario spoke neither of the official languages, more recently 50 per cent of the immigrants settling in the province have had little or no knowledge of English or French. Their lack of knowledge of one of the official national languages or of information about life in Ontario reduces the ability of these people to participate in their new society.

Language training provides newly arrived immigrants with language- learning and orientation opportunities. It is also available to immigrants who have resided in Ontario for some time but, for a variety of reasons, were unable to take advantage of these services when they first arrived in the province.

Although the vast majority of new Ontario residents receive English-as-a-second-language (ESL) instruction, French-as-a-second- language (FSL) programs may be appropriate in areas where there are large numbers of Francophones, such as eastern and northern Ontario.

Responsibility for National-Language Programs

The responsibility for the funding and delivery of national- language programs rests with all levels of government and with many non-governmental agencies. Some private institutions fund their programs through students' tuition fees, and some funding is provided by various foundations and by business and industry. The federal government participates in ESL/FSL instruction through the following agencies:

- ***Department of the Secretary of State.*** This department is mainly concerned with the integration of newcomers into Canadian society, as well as their full participation in Canadian society and acquisition of Canadian citizenship. It funds provincial citizenship and language training through a federal-provincial cost-sharing agreement.

- ***Canada Employment and Immigration Commission.*** This commission offers national-language training to new permanent residents who are prevented from Joining the labour market in their own or other occupations because of their insufficient knowledge of English or French (FSL programs

are offered only where numbers and circumstances warrant). Canada Employment Centre officers determine the eligibility of newcomers to receive language-training support.

The Ontario government participates in national-language programs through the following ministries:

- ***Ministry of Education.*** The ministry provides funding and policy directives to school boards to enable them to offer citizenship and language instruction for adults. ESL/FSL programs that are funded under continuing education grants are to be provided free of charge to participants. The ministry provides guidance to boards on matters relating to curriculum, program organization, the training and professional development of staff, research, and materials and curriculum development. It also provides accreditation for teachers who have successfully completed courses in the teaching of ESL/FL at a faculty of education.

- ***Ministry of Colleges and Universities.*** This ministry provides partial funding to community colleges for full- or part-time students. It obtains and administers federal funding through the National Training Act for the purchase of language-training seats at the colleges or, failing that, through other agencies such as private institutions. The ministry also funds other courses that may have an ESL/FSL component through such programs as Ontario Basic Skills.

- ***Ministry of Citizenship and Culture.*** Through the Newcomer Language Orientation Classes (NLOC) Grants Program of the Citizenship Development Branch, this ministry provides funding to voluntary organizations, and in some cases community colleges, for the co-ordination, administration, and outreach activities of community-based programs, as well as for preschool classes adjoining adult classes. The ministry also produces a wide variety of textbooks, periodicals, and teacher-training materials; maintains a resource centre of classroom and professional materials for all Ontario teachers; and provides training for instructors and volunteers in NLOC programs. In addition, the Ministry of Citizenship and Culture and the Ministry of Education jointly produce the publication *English as-a Second Language Dialect/ Directory of Services and Resources*, which provides detailed information on local courses and programs.

The following agencies provide national-language programs directly to the public:

- ***School boards.*** Many school boards offer free credit and non- credit courses to Ontario residents during both the day and the evening in school buildings and at other locations, such as libraries, voluntary-agency sites, and work sites. Although school boards develop all the language courses for their schools. for credit courses they must follow the Ministry of Education's guideline *English as a Second Language/Dialect, Intermediate and Senior Divisions, 1977*; when developing non-credit courses, boards may follow their own criteria. Some boards offer full-day ESL/FL adult programs year-round. School boards also assist community agencies and others through the provision of instructional support, including materials and teachers, and of space; recruit, train, and supervise instructors both for themselves and for other agencies; and co-operate with other agencies in providing services requested by the community or by employers.

- ***Colleges of applied arts and technology (CAATS).*** CAATS offer full- and part-time classes year-round on their campuses, in community facilities, and on work sites. Full-time programs operate on a twenty-four-week cycle; part-time programs are generally offered in the evening or on weekends. Classes focus on core, academic, and vocational preparation. Students pay a fee for CAAT programs unless they are federally or provincially sponsored. Each college is responsible for its own curriculum; the provision of adequate materials and resources for its classes; and the recruitment, supervision, and professional development of its staff.

- ***Community agencies.*** Non-governmental, non-profit groups or organizations provide their local community or a broader geographic area with a variety of ESL/FSL classes, such as parent and preschool programs, bilingual classes, classes with content aimed at specific groups, ESL/FSL-literacy tutoring programs, tutoring by telephone or in the home, and classes for citizenship preparation. These classes are generally provided part-time throughout the academic year in neighbourhood schools, libraries, religious institutions, community centres, or the agencies' own facilities. Each agency develops its own curriculum to meet student needs and hires and supervises program staff. Instructors and supervisors for adult classes are usually provided to the agency by the local school board or college. Community agencies often act as a catalyst, providing outreach activities and co-ordinating classes, especially when services are provided in conjunction with school boards or CAATs.

- ***Universities.*** Classes are generally offered on campus as part of the continuing education department both for continuing education students and for regular students attending the university. Universities are responsible for the staffing and provision of materials for their programs. Several universities offer ESL/FSL teacher training leading to faculty of education certification.

Needs of Adult Language Learners

Needs related to adult language learning vary considerably. Most immigrant learners in Canada require a knowledge of the English or French language to assist them in settling in Canada, seeking employment, or continuing their education. Some learners have considerable education and training but require a knowledge of English or French so that they can use their skills in Canada. Others have had few opportunities to become literate in their own language or to develop skills that are marketable in their new country.

In order to plan programs that meet the needs of the participants, educators should be aware of the many variables among learners that can affect the success of both the individual and the group in learning a new language. These may include:

- ***the reasons for learning:*** initial survival in a new country, career or work, further study, integration into the new society;

- ***the degree of motivation:*** attitudes towards the new language and culture, amount of encouragement required, degree of desired proficiency;

- ***the obstacles encountered:*** fatigue related to work and irregular schedules, stress related to settlement problems or family responsibilities;

- ***the degree of maturity:*** life experience, age, physical factors that affect learning;

- ***individual learning differences:*** hesitation resulting from fear of making mistakes, willingness to take risks and experiment with language, preference for either an aural or a visual learning mode, preference for memorization and rote-learning strategies, preference for a problem-solving approach to language learning, confidence or lack of confidence in learning situations;

- ***previous learning experiences:*** cultural orientation towards education, similarity or difference between first and second languages and cultures, degree of oral and written proficiency in the mother tongue, other languages previously learned, general level of education.

Programs must be established within this diversity of backgrounds and needs. Thus the most successful programs will be those that are accessible and flexible. Classes must be well publicized and offered at convenient times and locations and sufficiently frequently to accommodate varying schedules. Support services (see part I of this document) are also necessary to allow full adult participation. Consideration must be given to how much language training is required; learners require a satisfactory level of language fluency to function in their work, to pursue further education, or to compete with native speakers. Finally, there is a need for a careful assessment of individual learner needs. Once such an assessment process has been carried out, it will be possible to develop one or more programs that are compatible with the needs and goals of the learners.

Types of Programs

There are four major program types: core, academic preparation, vocational preparation, and citizenship preparation. There is a certain amount of overlap among these four types, since the core curriculum provides the basis for a significant portion of the curriculum for the other three program types. The rest of this section outlines the characteristics of the four program types and provides examples of specific classes within these types.

ESL/FSL Core Programs

Core programs include general purpose programs, parent and preschool programs, and ESL/FSL courses for seniors.

General purpose programs. A general purpose ESL/FSL program is usually suited to the needs of recently arrived immigrants, as well as of individuals who have lived in Canada for some time but who have not had the opportunity to learn English or French to their satisfaction.

It provides orientation for newcomers, as well as the basic language knowledge that they require to live in their new communities. Language relating to food, clothing, and shelter is taught, as is vocabulary concerned with such essential topics as transportation, the educational system, banking, and health care. In addition to these core topics, topics related to the workplace or to academic needs may be included for study. The range of topics and the approaches chosen will be shaped by the learners' backgrounds and levels of ability.

General purpose programs accommodate a broad range of language- training needs because of their accessibility. As most classes admit students on a continuous basis, learners can register at any time during the course of the program. This accessibility is important to the adult learner, who, because of work or family demands, may attend classes on an irregular basis.

Any general purpose program will contain many levels of proficiency and a variety in both the immediate and long-term language needs of the learners. The organization and the curriculum of individual classes should reflect the needs of the particular learners enrolled in them.

Parent and preschool programs. A parent and preschool program is a community language program that is usually supported co- operatively by the Ministry of Citizenship and Culture and a local school board or CAAT. This kind of program has two components. In the adult component, volunteers provide language instruction for adults, both individually and in small groups. The involvement of supervised and trained volunteers makes it possible to group learners according to ability and thus gives the program flexibility. The second component is the preschool program, which provides language-learning

opportunities through play for the children who attend the program with their parents.

Community-based facilities such as libraries, religious institutions, schools, and community centres are ideal for parent and preschool programs, since they usually contain sufficient space to accommodate both small-group instruction and a preschool component.

ESL/FSL courses for seniors. ESL/FSL courses for seniors are designed to respond to the special needs of older adults. This does not preclude seniors from attending any of the other programs or courses described in this section. Frequently the adults who enrol in this type of course have been in Canada for a lengthy period but have not attained the level of fluency they wish. Many of the language courses for older adults are located in senior- citizen housing complexes so that classes are easily accessible.

Academic Preparation Programs

As its name implies, an academic preparation program prepares adults to participate in further education in particular fields, such as science and technology or social science. The major focus of the classes in this program type is not the **content** of the discipline but the **language** of that area of study.

The learners in an academic preparation program may be adults enrolled in courses leading to a secondary school diploma, immigrant youths entering postsecondary institutions for the first time, or adults who must return to college or university to upgrade their academic level in order to meet the professional standards of the province. Credit courses for adults working towards a secondary school diploma follow the directives outlined in 0SIS and-in the curriculum guideline *English as a Second Language/Dialect, 1977.*

Vocationsl Preparation Programs

A vocational preparation program serves two groups of learners - adults who need English or French in order to study for a specific vocation and those who need language skills to prepare them for seeking work. Vocational preparation courses provide language instruction for such diverse vocations as welding, accounting, nursing! and home management. These programs include language-In-the-workplace courses and job-skill preparation courses.

Language-in-the-workplace courses. The language-in-the-workplace program was developed initially because workers were unable to attend other types of classes. Workplace courses are currently offered for a variety of other reasons, such as the following:

- to improve employer-employee communication;
- to provide employees with language skills that will improve their performance on the job and enable them to obtain other jobs or promotions;
- to inform employees of their rights and the purpose of a union contract;
- to improve occupational safety standards;
- to ease tension among different ethnocultural or linguistic groups working together.

Workplace courses have a range of possible sponsors, including labour unions or councils, community groups, school boards, colleges of applied arts and technology, employers, and the Ministry of Citizenship and Culture. They are offered in a variety of settings, from garment factories to hospitals and hotels, ideally In space that is easily accessible to employees during the workday. Participants attend on a voluntary basis or, in some cases, they are sponsored by management and are paid to attend during the workday.

Job-skill preparation courses. A job-skill preparation course is a short course offered in an institutional setting to prepare participants for the world of work. The focus of this course varies. One example is the Making Changes course, which is designed specifically for immigrant women who are seeking to make changes in their lives but who do not have the knowledge, information, or self-confidence to carry them out. General purpose topics may be studied in response to learner needs, or topics may be related to academic preparation programs.

Citizenship Preparation Programs

Citizenship preparation programs are designed for adults who meet the citizenship eligibility requirements, namely, that they have resided in Canada as permanent residents for at least three years. The citizenship preparation programs provide opportunities for adult learners to:

- learn more about Canada by building on their existing knowledge;
- develop English- or French-language skills through tasks and activities related to citizenship;
- practise communicating their knowledge in English or French and coping in a simulated citizenship-testing situation;
- practise the skills required for active participation in the Canadian political system.

A citizenship preparation program is offered in one or two sessions per week for a total of two to four hours per week. It is usually structured in six- to ten-week courses. Participants can expect that by the end of this time period they will be able to apply for and obtain Canadian citizenship status.

As with other types of programs, an analysis of learner needs will lead to a balanced course that integrates other core topics with the preparation for citizenship. Conversely, in order to enable adults to participate economically, socially, and politically in society, citizenship content will be found in other ESL/FSL programs.

Special Considerations

Two important considerations in ESL/FSL program design and delivery are literacy and bilingual instruction. These may apply to any of the above program types.

ESL/FSL literacy. In any grouping of ESL/FSL learners there will likely be adults who have had few opportunities or little need for formal education in their homelands. As a result, teaching practices must be specifically developed both to promote language learning without the aid of reading and writing and to teach reading and writing skills as well as speaking and comprehension skills. Methodology and pace requirements often make it advisable to program separately for learners with literacy needs.

Bilingual instruction. When adults who speak the same language are grouped together, it is most helpful to provide them with an instructor who speaks their mother tongue, especially at the beginner levels. Much benefit can be derived from studying the ways in which the first and second languages contrast in structure and use. In this way language-interference problems can be anticipated and corrected. Moreover, a bilingual instructor is able to use the mother tongue for purposes such as needs assessment, orientation, and counselling.

Establishment and Operation of ESL/FSL Programs

While this section outlines organizational suggestions that relate specifically to ESL/FSL programs,

many of the suggestions contained in part I of this document also apply to ESL/FSL programs.

Features of an Effective Program

The following are the main features of an effective ESL/FSL program for adults.

Program objectives

- The program objectives will be consistent with the learners' short- and long-term needs.
- The target skills and knowledge of each lesson or group of lessons will be clearly identified.

The program in relation to the learner

- The program will capitalize on the adult's capacity to take-an- active role-in the acquisition of new skills and knowledge.
- The program will take into account the learner's prior skills and knowledge.
- The program will be flexible enough that instructional methods can be adjusted to the various learning styles within the group.
- The program will encourage learners to use their new knowledge both inside and outside the class, in a variety of real and simulated settings, and through role play, individual and group tasks, and problem-solving activities.

The program materials

- Materials will be selected in terms of the program objectives, and a wide range of audio and visual aids will be used.

The learning environment

- The program will be held in a location that permits flexibility and variety in instructional techniques.
- The program will be offered at a time when learners have the energy to attend to and participate in the instruction.
- The instructor will create a relaxed and non-threatening the atmosphere for the learners.

Student evaluation

- The program will allow for the provision of continual feedback to learners on the progress that they are making towards achieving the stated objectives.
- Errors made by learners will be considered as a necessary and often highly systematic part of the learning process.
- In the case of credit courses, the program will specify what is required for the successful completion of-each-course.

Planning

The physical setting. Careful consideration should be given to the most appropriate setting for ESL/FSL programs. For example, students who have had little or no formal learning experiences may fESL most comfortable in small school buildings, libraries, religious institutions, and community centres; adults enrolled in work-related ESL/FSL programs may prefer to attend classes at their place of work. In urban

areas locations should ideally be easily accessible via major transit routes and services. In rural and remote areas where learners cannot travel to learn in an institutional setting, provision should be made for home learning.

A relaxed and non-threatening learning environment should be created for the adult learners enrolled in an ESL/FSL program. This can be done by adapting existing facilities through the provision of the following:

- welcoming, multilingual signs
- movable, adult-sized furniture
- easily accessible adult washrooms
- suitable break-time facilities
- a classroom of suitable size
- adequate chalkboard and storage space
- special facilities for disabled learners

Consideration should also be given to noise levels. Few restrictions should be placed on the oral involvement of students within the classroom, while at the same time there should be as little noise distraction as possible in the area outside the classroom.

The materials. Students should have access to materials that help them to achieve the program's objectives, including a wide range of audio and visual aids that will facilitate their learning, present samples of oral and written English or French, and encourage their participation in the learning process. The physical environment should make it possible for students to use these materials to practise their new language actively.

The publication *Materials and Services for ESL Teachers* lists materials that are available from the Ministry of Citizenship and Culture and other major providers of ESL materials. This information is updated annually and is available from the Citizenship Development Branch of the Ministry of Citizenship and Culture, 5th Floor, 77 Bloor Street West, Toronto, Ontario M7A 2R9 (telephone: 416-965-9919) .

The scheduling of classes. ESL/FSL classes may be held year-round at any time during the day, any day of the week, and for any number of days. When scheduling classes, planners should take into consideration the most convenient time for students.

Consideration should also be given to the most suitable time for programming for specific groups of learners. For example, large numbers of potential learners in an urban area may warrant year- round, continuous programming. In an agricultural community, however, seasonal programming may be required to avoid conflict with peak farm-work periods.

Class organization. A general purpose program should generally be offered. However, when sufficient numbers of adults with similar needs enrol, specialized programs may be established. Classes can be organized by level of proficiency (a separate class for each level), in multilevel groupings (several levels of proficiency in one class), or according to specific content (e.g., citizenship preparation).

If possible, classes that allow continuous enrolment, as well as classes that restrict enrolment, should be offered. Classes that allow learners immediate access to programs already in progress enable them to cope with a variety of circumstances beyond their control, such as a change in shift at work, overtime retirements, family demands, and vacation schedules. The focus of such programs may be adjusted as the

composition of a class changes. Classes that, once started, place restrictions on enrolment are most suited to short-term programs that focus on specific content, such as citizenship, academic, and vocational preparation.

An important consideration in planning class organization is class size, which should allow for good group dynamics and adequate learner-instructor contact. Smaller-than-average classes may be desirable in certain programs (e.g., ESL/FSL literacy and workplace programs) in order to accommodate the diversity and intensity of learners' needs.

Budgeting. There has been a tendency for ESL/FSL budgets to be built largely, if not entirely, on the costs of instructional staff. If an effective program is to be established and maintained, however, due provision must be made for all of the following items:

- instructional, clerical, and supervisory staff
- professional development of staff
- publicity
- classroom space
- classroom supplies and instructional materials
- furniture, equipment, and repairs

Staffing

In ESL/FSL programs two major job functions can be identified - instructing and supervising. Instructors are, of course, integral to all programs. Supervisors are normally appointed when numbers warrant (e.g., where one institution provides several classes in more than one location or a large number of classes in one location).

The functions of the ESL/FSL instructor are to:

- plan and deliver an instructional program that meets the needs of the participants and is based on sound methodology for second- language teaching and sound principles of adult education;
- evaluate the program regularly with the help of the participants to assess whether it is meeting their learning needs;
- promote a stimulating, friendly, and supportive atmosphere;
- prepare the instructional area before the class begins and ensure that the facilities are left in good order after each class;
- maintain accurate attendance reports;
- attend meetings and in-service opportunities;
- consult with supervisory staff in carrying out his or her responsibilities.

The functions of the ESL/FSL supervisor are to:

- assist the institution in the general organization and management of the ESL/FSL program;
- assist instructors in program development, accurate recordkeeping, and the maintenance of appropriate standards of instruction;
- evaluate the instructors and plan and evaluate the ESL/FSL program;
- call meetings of the individual instructors or groups of instructors for professional development, orientation, and the exchange of information and ideas;
- ensure that the facilities provide a safe and suitable learning environment for program participants;
- assemble, process, and report all statistical information to the institution, as required;

- conduct preassessment, counselling, reception, registration, placement, referral, and follow-up of students.

In addition to these staff metiers, volunteers play an important role in ESL/FSL programs. Their involvement in a program under the guidance of the instructor can help to provide the individual and small-group practice that is required for successful second-language learning, and their personal commitment of time and energy can have a very positive effect on learners. In some programs, such as parent and preschool programs, most of the instructors are volunteers.

Volunteers benefit from appropriate preservice and ongoing training (e.g., observation of classes and participation in workshops). They should be willing to make a commitment to the ESL/FSL program for a reasonable period of time and should be actively involved in the day-to-day operation of the program as well as in its review and evaluation.

Staff selection. Staff for ESL/FL programs fall into the following two categories:

- ***Instructors for credit courses.*** All teachers teaching credit courses must hold an Ontario Teacher's Certificate and additional qualifications in ESL/FSL (Ontario Regulation 262).

- ***Instructors for non-credit courses.*** For all other programs, instructors should have successfully completed a period of training in teaching ESL/FSL and possess excellent cross-cultural skills, superior proficiency in English or French, and adult education certification or successful experience in teaching adults.

Other desirable qualifications or experience that can be considered in the selection of staff for particular programs are fluency in the native language of tie target group and specific educational or technical background for workplace or academic-preparation programs.

Staff training. Preservice ESL/FSL training courses for instructors and volunteers are offered by universities and colleges of applied arts and technology. Such training introduces instructors to the goals, theories, and complexities of language training.

Some training activities are organized by individual institutions for their instructors. In addition, the following preservice and in-service training is open to all who are interested:

- provincially and locally organized conferences and workshops offered by the Association of Teachers of English as a Second Language of Ontario (TESL) and its affiliates

- consultative support and workshops offered by the Ministry of Citizenship and Culture

- volunteer TESL training courses offered by the Ministry of Citizenship and Culture in co-operation with local school boards

Adult Basic Literacy Programs

Introduction

Almost one in five adults in Ontario does not have the basic education required for entry into apprenticeship programs, skill- training courses, and many types of employment. These adults also lack the academic skills they would need to take advantage of continuing education courses offered by school

boards, colleges, and universities. These people are considered functionally illiterate. The successful acquisition of basic literacy and numeracy skills will enhance the ability of these individuals to use printed information to take advantage of employment and educational opportunities and to participate fully as citizens in the economic, social, and political life of their community and country.

Adult basic literacy (ABL) includes those adult basic education courses and programs that are designed to develop the knowledge and skills of literacy (reading and writing) and numeracy required for undertaking studies at a secondary school or academic upgrading of equivalent difficulty at a college of applied arts and technology. Although ABL programs may differ from each other in many ways, they share a common goal: to enable students to acquire the skills and knowledge of literacy and numeracy that they require to function in society or to enter the next level of education.

The stages in establishing an ABL program are similar to those involved in establishing other continuing education programs (see part I of this document). The material presented in this section is specific to ABL and has been included to supplement the suggestions contained in part I. Although this section does not include specific instructional strategies, some specific information stages in literacy development is contained in the Appendix.

ABL Students

Adult participants or would-be participants in ABL programs are a diverse group. However, they share a desire to upgrade their basic literacy or numeracy skills and they usually have few educational and employment opportunities.

Adults who enrol in ABL may have one or more of the following goals:

- to prepare for employment acquisition, maintenance, or advancement
- to satisfy personal educational goals related to family or social needs
- to enhance their participation in and contribution to community life
- to prepare for further education
- to improve their self-image and increase their self-confidence

The participation of adults in ABL programs depends on factors such as the time and location of programs, the availability of suitable types and levels of programs, and the availability of support and resource systems. These learners need programs that take into account the complexities of their adult lives and incorporate a wide range of support systems and resources, including special outreach efforts and child care, transportation, and counselling and information services. (Specific suggestions for dealing with each of these areas can be found in part I.)

Determining the Need for ABL Programs

The need for ABL programs in an area cannot be ascertained solely from the number of requests for programs from the adults who will participate in them. As the number of ABL programs grows and potential participants become aware of them, the requests for additional programs will increase.

One crude indicator of need is census information on the number of years of schooling of the adults in the community. This is available from Statistics Canada and indicates the numbers of adults who have a Grade 5 education or less and those who have a Grade 8 education or less.

In the past the most helpful sources of information on the existence and location of adults who might

want literacy programs have been community members and agencies such as the following:

- day-school principals
- teachers in existing ABL programs
- school boards
- Employment and Immigration Canada counsellors
- the Ministry of Community and Social Services
- the Ministry of Correctional Services
- participants in the Ontario Career Action Program
- the Ministry of Colleges and Universities, Apprenticeship Branch
- public-health nurses
- the Children's Aid Society
- social workers
- employees of probation and after-care services
- religious institutions

Once a program consisting of a small number of students and tutors or one small class of a few students begins, ABL instructors should encourage word-of-mouth publicity to attract more students. This publicity, as well as the availability of funding and the provision of staff time and resources for the promotion and development of the program, are the key ingredients in developing the size of program necessary to serve a specific community. Additional information on the assessment of community needs is provided in part I of this document.

Responsibility for ABL Programs

ABL programs can be offered by a variety of organizations and agencies working either individually or in co-operation with each other. These groups include school boards, colleges of applied arts and technology, universities, public libraries, social-service agencies, other government agencies, religious institutions, service clubs, and various community agencies.

In order to meet the broad diversity of needs and interests among potential ABL students, the various agencies responsible for ABL programs are encouraged to offer as wide a choice in program types and models in any community as possible.

School board programs. School boards in Ontario generally offer both individualized and group instruction in a variety of organized classes including day and evening classes and adult-day-school classes. Descriptions of these different classes are provided in part I of this document under "Program Delivery Modes".

Community programs. Community agencies usually offer individualized instruction through one-to-one tutoring sessions. The distinguishing characteristic of programs offered by community agencies is that the members of the community generally share the responsibility for organizing and running the local program.

Multifaceted programs. In Ontario some multifaceted ABL programs are offered by a variety of community and government agencies working together and often in conjunction with a local school board. By pooling available community and institutional resources, the organizers of these ABL programs are able to provide a range of support systems, from transportation and child care to counselling and financial assistance, that facilitate the involvement of students who otherwise could not take advantage of the programs. In addition, they offer a broad network for the exchange of information

and resources, as well as the promotion of the program. In this way wasteful duplication of programming efforts is avoided.

To ensure effective planning, co-ordination, and delivery of multifaceted programs, the exact role and contribution of each participating group must be clearly stated at the outset. Explicit determination of, and agreement on, policy and responsibility must take place in such areas as the following:

- selection criteria for instructors and tutors
- types of supervision and in-service training available to instructors and tutors
- choice of program location
- scheduling of program hours
- types of student outreach services
- manner of program promotion
- criteria for student assessment and grouping
- curriculum range, degree of individualization, and primary program objectives
- program evaluation and reporting procedures selection and development of curriculum materials
- financial responsibility for all parts of the program

A Model Community Literacy Project

Characteristics

A community-based literacy project is one in which members of a community share responsibility for providing basic education to local adults. In an urban setting, the project might serve a relatively small, densely populated area with high numbers of adults who are functionally illiterate.

The setting for the project should reflect its close connection with other community services. It might be located in space provided by a settlement house, a local library, a church, an information post, or a community centre. The best physical location for the project is an open, accessible space with a welcoming, informal atmosphere and easy access to other community services.

The direction for the project should come from a volunteer board of directors drawn from the local area. Tutoring should also be provided primarily through volunteers trained by experienced staff to work in both one-to-one and group settings, depending on the requirements of the learners. Since the goal of community-centred literacy is to help people become self-reliant, active participants in the community, tutors should pay particular attention to the adult learners' life experiences and practical needs.

Learners in community ABL programs are not pretested, nor is their progress evaluated according to standardized levels. Instead, the direction of study is placed, as much as possible, in their hands so that they can gain confidence and begin to see education as a process that they can continue throughout their lives. Program evaluation is a continuous process that involves all the program participants.

The involvement of adult learners and volunteers in community-based literacy programs extends beyond the tutoring sessions. Both learners and tutors are encouraged to become involved in all aspects of the project, whether it be helping with tasks around the office or reading centre, helping to set up a resource collection, organizing educational events, or sitting on the board of directors or on one of its committees.

Establishing the Project

The following is an outline of the steps that might be followed in establishing a community literacy

project.

1. A group of community workers (concerned residents and local community leaders) meet to discuss the need for ABL in their area. They bring to the group a variety of skills and a basic knowledge of the area. By analysing available census or other data or by conducting their own needs analysis, they begin to develop a picture of the community and its requirements. As the project grows, this picture will continue to develop and become clearer.
2. The original working group fans out into the community to attract the support of church leaders, school principals, local teachers, school-community-relations workers, politicians, school trustees, librarians, community workers, local business people, and other community members with access to community information and resources. These initial contacts serve to educate the community about the problem of illiteracy and give the working group a reading of the area's special needs and interests. They also provide some indication of the resources available in the community to support the program and will help to determine its shape.
3. The new program is promoted among potential students, who are not likely to be reached by the printed word, through personal contacts, referrals from community information centres and service agencies, announcements by local organizations, and referrals from literacy projects in other areas that have students for whom the new program will be more convenient.
4. Tutors are recruited by means of community meetings, flyers, posters, public-service announcements, newsletters, and personal contacts. Introductory interviews between tutors and project staff members are conducted to determine the length of time tutors can commit to the project, the special skills they bring to it, and their motivation for working with the illiterate. Some tutors may choose not to make the heavy time commitment required to tutor students; they may instead become outreach workers or assist with other program needs. Tutor-training sessions are conducted by the project staff and are based on the principles of learner-centred interaction. Adult learners who have become experienced spokespersons on the issue of literacy are a valuable resource in tutor training. Experienced volunteer tutors may also help to train new volunteers.
5. A location is found for the project. It should be clearly visible to non-readers who might be apprehensive about getting around their community because of their illiteracy. It should be accessible from the street, easily reached by public transit, and accessible to the handicapped. Literacy projects that are located near community information posts, libraries, or other community services are able to provide protective anonymity for students, as well as access to a variety of resources that increase the possibilities for the development of literacy skills.

   The space will need to be flexible enough to accommodate a variety of activities, such as one-to-one tutoring, tutor training, study groups and classes, business meetings, social events, individual studying and reading, staff interviews with new students and tutors, administration, the production of materials and publications, the setting-up of a resource collection, and the provision of child care.

Once the project has been established, its continued efficient operation will be the responsibility of all the participants - the board of directors, tutors, and students.

Instructional Methods Used in ABL Programs

Two basic instructional methods are used in ABL programs - individualized instruction, offered in one-to-one tutoring sessions, and group instruction.

Individualized Instruction

One-to-one tutoring is the ideal learning mode for adult non- readers for a number of reasons. Because they often suffer from embarrassment and fESLings of inadequacy, these students fESL more secure and are thus better prepared to learn in a one-to-onc learning situation in which their need for confidentiality is respected. In a tutoring arrangement students can decide on the time and place for lessons, instead of having to adapt to a rigid institutional schedule. Often an informal setting, such as the student's or tutor's home or a small, with room in a public library, is more conducive to learning than a classroom in an elementary or secondary school. Finally, ABL students progress more quickly in one-to-one relationships because they receive individualized instruction focused on their specific needs.

Group Instruction

Once students have achieved self-confidence through greatly improved literacy skills, they may decide to move from one-to-one tutoring to small-group instruction. If the group meets in a non- threatening setting at a convenient time, the students can benefit from their interaction with other adults who have had similar learning difficulties. The discussion of mutual experiences, problems, and aspirations can give them confidence as their learning continues.

Students may also choose to join organized day or evening classes in schools or adult-day-school classes. Descriptions of these types of classes can be found in part I of this document under "Program Delivery Modes".

Content of ABL Programs

ABL programs are intended to provide adults with the opportunity to develop and improve their literacy, numeracy, and life skills. The skills covered and the materials and methods used in this instruction will vary, since they must be relevant to the individual learner's interests and skill level.

The teaching of isolated learning skills is difficult. Thus , ABL content should be organized as part of a coherent, continuous program rather than as a series of individual courses. For example, reading skills become meaningful when they can be used to learn something new, such as science or mathematics. If ABL is viewed as a program rather than as a series of courses, students and staff are better able to develop a sense of community and mutually to support and encourage each other to attain their goals.

Life skills are an important component of ABL programming. Since **life skills** can mean many different things, it is important to clarify the meaning associated with the term in this document.

Life skills include the planning, decision-making, stress- management, time-management, communication, and problem-solving skills that can help people to cope better as individuals, family members, workers, and members of the community. The life-skills component also includes knowledge about health, leisure-time skills and activities, vocational interests and available choices, legal and civil rights, and all the available community resources (including the participants themselves) that can be tapped by learners in the process of achieving their goals. In an ABL program life skills will also help to ground the curriculum in content that is relevant to the learner's interests and skills.

The inclusion of life skills as part of an ABL program legitimizes the provision of time and opportunities to identify individual and group strengths, skills, and successes in dealing with everyday living. Learning experiences that involve life skills are designed to strengthen and reinforce students' existing skills so that they may be utilized with confidence and fully integrated with the developing skills of reading, writing, and numeracy. In this way, students are helped to recognize and draw on their own life experiences as a resource that can be applied to the learning situation.

Educators of children and youth have long recognized that learning takes place most effectively when skills and concepts are related to real-life situations. This is particularly important to ABL. The integration of a life-skills component into ABL helps to ensure a positive learning climate, the sharing of information, and the development of student leadership. However, the teaching of life skills should not take priority over the teaching of basic literacy skills.

Staffing

General Characteristics and Qualifications of Instructors

The success of an ABL program depends primarily on the knowledge, skills, and attitude of the staff. In most evening and daytime ABL programs funded by school boards, the staff are teachers who have Ontario Teacher's Certificates. The ministry's additional qualification in adult education is currently required by one Ontario school board.

Tutors, who may or may not be qualified teachers, are the backbone of the one-to-one tutoring programs. The tutor-student rapport is crucial to the success of an ABL program. For this reason, tutors should possess sensitivity, patience, dedication, enthusiasm, flexibility, creativity, perseverance, a sense of humour, and an awareness of the special problems that adult non-readers face. Most tutors are volunteers who have taken a two- or three-day course provided by a literacy group. Tutors should be secondary school graduates. wile they need not have had prior teaching experience, some such experience is beneficial. (In teaching adults, non-academic qualifications are often as important as academic ones.) The presence of a knowledgeable and experienced ABL teacher or supervisor provides tutors with support and assistance in selecting appropriate instructional methods, learning materials, and evaluation techniques.

Training of ABL Instructors

At the present time few courses are available for teachers of ABL. Teachers who wish to increase their knowledge about ABL can take additional courses in reading, special education, or adult education. Literacy groups and other organizations offer ongoing in-service training, in addition to providing short preservice courses for volunteers. This in-service training is important, for it enables teachers and tutors to improve their methodology, materials, and evaluation techniques.

Some organizations, such as the Literacy Volunteers of America (LVA), have produced materials that are used in workshops to assist instructors in developing effective and innovative teaching methods. For example, LVA has produced slides and tapes for use in workshops for instructors of basic reading and a four-hour slide- tape presentation designed to assist tutors to meet the needs of the very slow learner. These materials have been produced by reading specialists and are pedagogically sound. They approach the problems of the adult learner sensitively and exist in a revised version that takes Canadian needs into account. They use an audio- visual approach, which not only is effective and interesting but also enables tutors to practise individualized and innovative teaching methods that they can then use in their classrooms.

III. Non-Credit General-Interest Courses

Introduction

Most adults do not realize the extent to which they are involved in lifelong learning at home, at work, and at play. Among the myriad agencies that contribute to such learning are the media, libraries, businesses, government agencies, service clubs, community groups, and school boards. All these agencies have traditionally provided non-credit general-interest courses. These courses are often much more popular than courses for credit. Adults enrol in them for many reasons: personal pleasure, use of leisure time, job-related skill training, self-improvement, and social purposes.

The following are some typical non-credit courses for adults:

- ***for business and industry skills:*** bookkeeping for small businesses, time management, computers, word processing, automotive mechanics, woodworking, machine shop practice, drafting, electricity
- ***for health and fitness:*** heartsaver (CPR), dieting, keeping fit, dancing, yoga, self-defence, beauty counselling
- ***for consumer and home skills:*** boating, bridge, photography, winemaking, antiques, auto care, gardening, sewing, parenting, first aid, cooking, law for the citizen, assertiveness training, retirement planning, travel, woodworking
- ***for arts and crafts:*** calligraphy, quilting, drawing and painting, sculpture, ceramics, crocheting, knitting, stained glass

Developing a Non-Credit General-Interest Program

Planning and Marketing Courses

Since adult students in non-credit general-interest courses attend voluntarily and pay fees, programs should be planned and marketed to accommodate them. The form, price, location, and time of courses should be geared to the needs of the local community.

Most of the strategies outlined in "Marketing and Promotion" in part I of this document can be used to market and advertise non- credit general-interest courses. In particular, planners should:

- determine consumer needs on a regular basis to ensure that course offerings are current and relevant;
- endeavour to determine why students select courses from their agency rather than from another one;
- examine the image of their program in the community (Is it considered adult-oriented? Is it considered accessible and inviting? Is it considered of high quality? Is the image accurate?) and, if necessary, change it;
- ensure that the procedures for registration and refunds are clear and simple;
- ensure that the staff members in charge of registration are helpful;
- examine the convenience factors (e.g. , time, day, duration, location);
- ensure that the total costs (e.g., course and material fees, books, transportation, child care) are reasonable.

Calculating Revenue and Expenditures

School boards that offer non-credit general-interest courses on a cost-recovery basis generally include in their calculations direct operating costs but exclude central administration and building maintenance costs. Costs for materials are borne by the students.

Since most instructors of non-credit general-interest courses are paid on an hourly basis, planners can ensure a course's financial self-sufficiency by using the course's hourly instructional costs as a base and treating all additional costs as overhead. Overhead costs could include allowances for local administration, printing charges, and fee exemptions (e.g., for senior citizens). If overhead is determined as a percentage of instructional costs, the total cost of a course can be met by adjusting the student fee (hourly) and the student-instructor ratio.

As in any market, non-credit general-interest courses will not attract students if their fees are deemed too high. Fees can be kept reasonable by the following means:

- the provision of a subsidy by the board
- the provision of shorter courses at higher hourly rates
- the setting of instructors salaries on the basis of enrolment
- the calculation of administration salaries on the basis of the number of classes offered

Accurate data on costs should be gathered on a cost-revenue analysis form, so that surpluses or deficits can be determined in each course as well as for the overall program.

Hiring Instructors

Most instructors for non-credit general-interest courses have no formal teacher training, and only a few have Ontario Teacher's Certificates. Nevertheless, historically they have provided effective instruction in a wide variety of programs. Their prime qualification is their expertise in their chosen field, usually the result of years of experience. Frequently they have worked in an adult environment and therefore have little difficulty relating to their students. However, they may require assistance in basic teaching techniques, such as planning, organization, the development of a course outline and objectives, the measurement of student progress, and methods of quickly involving their students in the skills being taught.

Ideally, instructors should be selected through an interview process. Interviewers should focus on prospective instructors' knowledge of content, communication skills, and ability to relate to students.

Boards might wish to provide formal orientation and training programs for instructors. The observation of instructors in the classroom setting is also essential.

IV. Ministry Policy on Continuing Education

Introduction

Continuing Education in the Schools, Colleges, and Universities of Ontario, published in 1982, stated the ministry's position with regard to the delivery of adult and continuing education programs through school boards, colleges, and universities. According to this statement of intent, school boards may offer part-time secondary school credit courses for adults and regular day-school students in both evening

classes and summer school. In addition, the paper addressed the need for adult basic education, which includes adult basic literacy and numeracy, national-language training for adults with facility in neither English nor French, and citizenship training.

The paper further stated that all sections of the public education system that offer continuing education programs should co-operate at the local level to ensure the provision of a complete range of programs. (Suggestions in this regard are presented in the subsection on community-needs assessment in part I of this document.) Further, the public education systems are encouraged by the ministry to develop non-credit general-interest courses that meet the needs of their communities.

The provision of adult continuing education programs through school boards is authorized by the Education Act and various regulations, memoranda, circulars, and guidelines. This part of the document identifies and provides information on the current authorities.

Policy Documents

The Education Act and Ontario Regulation 262

The Education Act provides the authority for school boards to admit adults to day-school programs, evening classes, summer school, and vocational courses. At the present time, the Education Act does not use the term **continuing education** in any of its statements. The following sections of the Education Act, R.S.O., 1980, Chapter 129, may be of interest to those who provide continuing education: 10(1), subsections 7 and 10; 39(5); 42(5); 150(1), subsections 29 and 31; 152(1); 152(2); 152(3); 152(4); 165a(l); and 165a(2).

Additional directives regarding the offering of continuing education programs through school boards are provided in Ontario Regulation 262, "Elementary and Secondary Schools and Schools for Trainable Retarded Pupils - General", section 9.

0SIS

0SIS (*Ontario Schools, Intermediate and Senior Divisions, Grades 7-12/OACs: Program and Diploma Requirements, 1984*) provides direction and information governing school programs for Grades 7 to 12 and for OACS and diploma requirements. Section 6.6 of 0SIS provides directives for continuing education.

Section 6 and Appendixes D and E of 0SIS provide information regarding credit requirements for those students working towards the present Ontario Secondary School Graduation Diploma (SSGD) and Ontario Secondary School Honour Graduation Diploma (SSHGD). 0SIS also contains information for those who wish to gain the more recently instituted Ontario Secondary School Diploma (OSSD).

The Ministry of Education recognizes that adult life experiences may be equated to formal education and provides credit allowances for such experiences. These incentives to encourage adults to continue their education include maturity allowance credits, equivalent education allowance credits, apprenticeship training allowances, and the waiving of prerequisites. Students returning to school , either in day or evening programs, are eligible to receive credits on the basis of their previous educational experience. Mature students may also be granted a maximum of twelve credits as a maturity allowance. These policies are outlined in section 6.14 and Appendix D of 0SIS.

Some students who are presently involved in continuing education programs, as well as students who

enrolled in Ontario secondary school programs prior to September 1984 and who will still be enrolled in 1989, may find themselves in a transitional stage in terms of diploma requirements from 1989 on. Principals and administrators should review the educational background, experience, and maturity of these candidates carefully when these students make their applications and should outline each candidate's possible routes for completing the diploma requirements. These requirements, outlined in writing, shall govern the credits that the candidate must complete to obtain the desired diploma.

Grant Regulations

The current "General Legislative Grants" regulation (part I, subsection 9) governs the authorization and funding of continuing education programs.

Recordkeeping

Enrolment

Enrolment in funded continuing education programs offered by school boards is recorded on registers specific to the type of course involved. The Ministry of Education has developed the following enrolment registers:

- Adult Credit for Diploma. Purposes (36-1901)
- Adult Basic Education (36-1903) (including Adult Citizenship and Language Instruction and Adult English/French as a Second Language)
- Summer School (36-0891)
- Correspondence/Self-Study (36-2053)

Each register must be used by school boards as an official record of student attendance. Local forms may also be used by a school board; however, one ministry register, identifying the course teacher and signed by the school principal, must be filled out for each course. All continuing education registers must be kept on file for audit purposes. A complete set of registers is available from all regional offices of the Ministry of Education. Ministry staff offer instruction in completing them.

Under the heading "Continuing Education" on the June Board Report, the ministry collects information on the location of each night school and summer school program and the name of the responsible principal.

The September Board Report collects the following continuing education data: enrolment data as of October 31 of the previous year; the number of registrations between September 1 and June 30 of that school year; and enrolment figures for the summer school program of the current year. Enrolment data for these time periods are recorded according to the following categories:

- adult basic education
- classes in citizenship and official national languages
- English or French as a second language
- secondary school credit classes (Grades 9-10)
- secondary school credit classes (Grades 11-12)
- secondary school credit classes (Grade 13/OAC)
- non-credit (other)

Evaluation Reviews

The Ministry of Education conducts provincial reviews to evaluate program congruency with provincial policy, to monitor recording and reporting procedures, and to evaluate the impact of provincial priorities and initiatives. The data collected through such special procedures are made available through the standard recording and reporting procedures described above.

Ontario Student Record

Ontario Regulation 271, "Pupil Records", governs me establishment, maintenance, and storage of the Ontario Student Record (OSR). Section 34(1) of the regulation outlines the requirement for the maintenance of the OSR folder. mere a secondary school credit has been obtained at a summer school or an evening class, the relevant information is recorded on the Ontario Student Transcript (OST), a component of the OSR, as prescribed in section 34(6); the appropriate common course code and title must be used to identify the secondary school credit.

School boards are required to maintain an accurate and current OST for each student registered in an Ontario secondary school credit course or program. Section 5 of the *Manual for the Ontario Student Record (OSR) System* outlines these requirements for continuing education courses. The *Manual for the Ontario Student Transcript* provides detailed procedures for the completion of the OST.

Appendix

Stages in Literacy Development

The following overview of stages in literacy development is presented as a framework for identifying student strengths and determining program objectives for a developmental approach to teaching basic literacy.

Stage 1: Literacy Readiness

Students in stage 1 have not yet begun to read and write. Nevertheless, in addition to a strong desire to learn to read and write and confidence in their ability to do so, they display the following characteristics that indicate that their potential for becoming literate is promising:

- an awareness of various forms of written language in their environment, for example, signs and labels;
- the ability to use oral language representationally and creatively, that is, to describe, relate, recall, compare, explain, and collaborate on both real and imaginary experiences;
- a sense of the patterns of letters, words, maps, charts, signs, and labels, and of the relationships between graphic and pictorial representations;
- an awareness of the relationships between oral language and its written representations;
- the ability to match words, sentences, and longer passages learned by rote with their printed or written forms;

- skill in copying written language with a reasonable degree of fluency and accuracy.

At stage 1 reading is mainly sign or label reading. Students may have acquired some skill in recognizing and responding to the language found in their surroundings (e.g., traffic and street signs, labels on packages, house and telephone numbers, route maps), but they are unable to use this skill in new and unfamiliar situations. Students in stage 1 can often learn to read a variety of selections, providing that someone else has already read the material to them a sufficient number of times.

Stage 2: Early Literacy

Students in stage 2 have learned to read materials largely through the process of a variety of rote learning. In order to reduce the load on their memories, they have acquired a number of strategies for discriminating among word forms, sentence markers, and patterns of text organization. They exhibit the following characteristics:

- They have acquired a large number of "sight" words.
- Their oral reading is slow and meticulous. Working their way along a line of meaningful print, they take their cues from the available semantic, syntactic, and grapho-phonic information. Cues are matched with deliberation, as evidenced by finger pointing and frequent reruns and self-corrections.
- They actively use self-correcting strategies. In a continuing attempt to translate graphic symbols into recognizable words, students' reading is governed by two major concerns: "Does what I am saying sound like language?" and "Does it make sense to me?"
- They exhibit an emerging competence in written language. Because of the close attention they are now giving to words, competence in spelling and writing begins to emerge. They are more willing to try to express themselves in writing, although for the most part what they produce will be relatively simple.
- They exhibit an increasing confidence in their ability to learn to read and write. Because the emphasis is on meaning in reading and writing, students acquire a growing sense of control over what they are producing. This sense of control is central to the growth of confidence and self-esteem and provides them with a powerful incentive to continue spending time and effort on mastering the complexities of reading and writing.

Teachers working with students in this early literacy stage need to stress students' self-monitoring, self-questioning approach. If what students are producing does not sound like language or if it does not make sense to them, their feedback system should sound an alarm. Teachers should encourage students to respond to this alarm and to use one or several of the self-monitoring strategies available to them. These strategies include stopping, backing up, and trying again, or,skipping the problematic word and reading ahead, or making an educated guess. Later on in the passage, when they have obtained more contextual information, they can go back and make the appropriate adjustments. With practice, students will be able to determine which strategies to use in specific situations.

In monitoring their students' reading, teachers can reinforce the use of self-monitoring strategies with comments such as the following: "Take all the time you like." "Use whatever you need to use to help You keep your place." "Be sure that what you are saying makes sense." "Stuck on a word? What would you like to do about it? Leave it out and go on? Put in a place-holder? Guess?" It is, however, not

advisable to have students sound out words with which they are unfamiliar.

At stage 2 reading is mainly word-by-word reading. If the material proves too difficult for word-by-word reading, teachers should intervene, read the material to students a few times, and encourage them to handle it as sentence reading.

Teachers will note that during both stages 1 and 2 reading has a strong oral component. mile in stage 1 students attempt to reproduce what someone else has read to them, in stage 2 they are attempting to read on their own, listening carefully to what they themselves are producing. Although their reading may not be oral, there are indications (e.g., lip movements, Subvocalizing) that they are listening to the sound of the language being produced.

It should be emphasized that in dealing with the early writing and spelling efforts of students at stage 2, teachers should resist the temptation to focus on inaccuracies and imperfections. Rather, the focus should be on what is **right** about students' spelling and writing. To mark a word wrong when a student has four out of five letters correct is an instructionally unsound and humanly insensitive practice. Pointing out to students how "right" their efforts are builds up their self-confidence and encourages further writing.

Stage 3: Fluency

The dominant characteristic of students in stage 3 is the shift from oral to silent reading. This is both a consequence of, and a contribution to, the development of fluency in both reading and writing. Students exhibit the following characteristics:

- Their perceptual response to printed words is automatic. As a consequence of the immense amount of practice students have had in stage 2, they have become so accustomed to looking at print that they no longer need to examine every letter closely to see what it is. Rather, they now look at the overall configuration of a word, make predictions about what the word is likely to be in order to get the semantic and syntactic context, and read on. They stop for reruns and self-corrections only when a break in the flow of meaning signals a miscue Of some sort. Their automatic control over their perceptual skills is also facilitated by the fact that the majority of the words they are reading have been learned previously. For example, they do not need to look at every letter in the word **neighbour** in order to decide that it makes sense in the phrase "next-door neighbour". The word may have required close scrutiny in the past when it was first encountered, but now, because of many previous encounters, neighbour has been incorporated into their vocabulary.

- They make fewer miscues in oral reading. Students in stage 3 should never be required to read something orally that they have not first rehearsed silently. If they choose to do so of their own volition, it can be permitted, but it should not be encouraged. Because of the silent-reading rehearsal, oral reading tends to be more accurate.

- They develop deeper levels of comprehension. As perceptual tasks become largely automatic, the energy previously used for conscious decoding operations becomes available for higher-level thinking operations, such as an identification with the story characters, appropriate emotional responses, the creation of vivid sensory images, and a wide range of interpretative skills, from finding the meaning of words in context to critical and creative thinking.

- They exhibit increasing accuracy in spelling and greater fluency in writing. In writing as in reading development, fluency comes before accuracy. Stage 3 students are writing more, for a wider range

of purposes, and on a greater variety of topics. Their spelling, grammar, and punctuation show increasing signs of approaching conventional forms, although errors and non-standard forms prevail.

During stage 3, students begin to profit from their reading and writing, since the content of written language begins providing them with new knowledge, new skills, and new points of view. By the end of stage 3, students are not only convinced of their ability to read and write but they are also well on their way to becoming literate. They have made a solid beginning and can now move on to consolidate their gains and apply their newly acquired skills in increasingly specific, satisfying, and enriching endeavours.

Stage 4: Consolidation and Expansion

As their suppression of vocal responses becomes habitual, students experience a rapid increase in their rate of silent reading. Their eyes move rapidly over the text, often in an apparently erratic manner, as they seek out the essence of the writer's message. Because they are processing ideas, rather than decoding words, their oral reading is sometimes problematical. It requires practice to say one set of words when the eyes are processing print that is ahead of the voice.

Students exhibit the following characteristics in stage 4:

- They have automatic control over the basic skills. They develop control over the basic skills of word recognition and comprehension. They read fluently and accurately in situations that call for silent reading. Their speed goes well beyond their rate of speech, especially when the material being read deals with familiar concepts expressed in familiar language.

- They make frequent miscues in their oral reading. Oral reading is not an appropriate vehicle for assessing the reading ability of students in stage 4. Because the eye is in one place and the voice in another, oral reading is difficult. Students display reruns and self- corrections that are not evident in stage 3 and may revert to the use of a finger or other "marker" to keep their place.

- They show a decided preference for silent reading over oral reading. For students in this stage especially, the whole issue of reading for an audience must be carefully considered and dealt with personally and collaboratively. If oral reading is to be used for diagnostic purposes, the privacy of the individual should receive paramount consideration.

- They have a tendency to become "gripped" by the text. Stage 4 is the period in their literacy development when interests and preferences for specific reading experiences are likely to emerge. They may no longer want to spend time reading "class" assignments. Rather, they are likely to become "hooked" on materials that satisfy highly personal needs, materials that can be read at a preferred rate in the security and privacy of efficient silent reading. This "personalized" reading is an essential component in an individual's reading career, a necessary step in consolidating the skills acquired to this point.

- They exhibit a levelling-off of basic skills as part of the consolidation process in stage 4. How long students stay on this plateau depends on a number of factors: the availability of interesting, challenging reading materials; the emphasis placed on mastery of lower-level skills; the strengthening and deepening of interests and the emergence of new interests.

- They internalize self-correction strategies. Students in stage 4 know how to read and know when they are successful and when their comprehension is faltering. They also know what to do when

problems arise, which self-monitoring strategies to apply, and, if these fail, how to ask for outside help.

- They develop self-adjusting styles of attention, rate, and comprehension. Not all materials require the same degree of attention from every reader. Not all need to be read at the same rate and for the same purpose. Not all lend themselves to the same level of comprehension. Students in stage 4 are learning how to determine the degree of attention required by the material being read, how to adjust the rate and style of reading to their purposes, and how deeply to dig for the intended meaning of a passage.

- They are increasing their control over the writing process. At this stage students can write in a variety of ways according to the purpose for which they are writing. They spell most words correctly, and they check those they are unsure of by referring to an appropriate authority. They are able to use conventional acceptable grammar and they understand and use the basic principles of punctuation. Problems, if they arise, tend to relate to lack of precision, clarity, or completeness in their writing. Issues of formatting, paragraph organization, editing, and proofreading are still to be resolved.

- They have a growing sense of autonomy. By the end of stage 4 students see themselves as able, relatively independent readers and writers. They are secure in the knowledge both of what they already know and of what is still to be learned. This growing sense of control over the processes of reading and writing is a big step forward for them. However, their real control over the processes of reading and writing is only emerging in stage 4; it will become more firmly established in stage 5.

Stage 4 can be confusing for students because they cannot understand why they are making all sorts of miscues when reading orally while they have no trouble at all reading silently. Until they gain control over the eye-voice-span phenomenon, they are not likely to enjoy reading orally. Teachers need to be especially sensitive to this problem and to handle it not as a sign of regression in reading development, but as an indication of significant progress that should be celebrated.

Teachers should also encourage students to read materials that are personally relevant to them. In some literacy programs students are required to spend a major portion of their in-class time on materials that are neither challenging nor personally relevant. In such programs there tends to be an emphasis on lower-level skills, and this emphasis effectively inhibits the advance to higher-level reading-thinking skills. Moreover, students in such programs often fail to acquire a keen interest in reading as a source of information, enjoyment, and inspiration, and they are not likely to provide themselves with the amount and kind of reading practice that they need. Unless students take control of their own reading and deliberately seek out ways of expanding their horizons and extending their skills, the literacy program will not have been truly successful.

Stage 5: Flexibility and Control Over the Processes of Reading

Not all students will attain stage 5 in their literacy development. Some will have accomplished what they wanted to accomplish or what they were able to accomplish in one of the earlier stages. However, those intending to undertake education at a secondary school or academic upgrading of equivalent difficulty at a college of applied arts and technology need to develop the following characteristics, exhibited by students in stage 5.

- They have control over style and rate in reading. Given a reading task, they can select a style and rate of reading appropriate to the materials and to the purposes for which they are reading.

- They exhibit control over form and content in writing. Given a writing task, they can select, organize, and present their ideas in the form and style most appropriate to their intentions and the audience for whom they are writing.

- They have a concept of themselves as competent readers and writers. So well established is this concept that they are no longer conscious of it. It has become so assimilated with the larger concept of themselves that, when confronted with a difficult reading task, for example, they do not question their own reading ability. Rather, they assume that the difficulty stems from the content or the author's style of presentation.

- They exhibit a mastery of the art of "audience reading". Some students in stage 5 are skilled audience readers. Others are not. The difference is a matter of personal choice and practice. Students who see oral reading as an art worth mastering will put in the time and effort necessary to master it. They will persevere because the pleasure and satisfaction that comes from effective audience reading reinforces their self-concept. Other students may not place a high priority on audience reading as an art to be mastered and may devote their time and energy to mastering other skills.

- They have a mastery of the art of writing for publication (e.g., for a class newsletter). Some students are accomplished writers and want to see their work produced for others to read. They will put in the time and energy necessary to achieve this goal and will persevere, often in the face of staggering odds, because the satisfaction that comes from accepting and accomplishing a challenge strengthens their sense of identity. Other students, perhaps equally able to write, may not put such a high priority on publishing and may direct their time and energy in other directions.

- They have acquired new perceptual skills. For mature readers, scanning, skimming, sampling, and selecting are useful perceptual skills. Having recognized how valuable these skills are, students in stage 5 learn how to use them in situations that call for them. The skills of editing and proofreading serve the writer as well as the editor and proofreader. Recognizing the value of these skills, students set about acquiring and using them in situations where it is possible and appropriate to do so.

- They demonstrate a mastery of specialized reading and writing strategies. Students in stage 5 have acquired a repertoire of strategies for reading and writing a wide range of materials, and they use these strategies either singly or in concert as the need arises. The secondary school student reading a science test, the research assistant reading a computer printout, and the lawyer reviewing the afternoon's proceedings in court all use highly specialized reading skills acquired through massive amounts of related practice. Similarly, literacy students acquire, apply, and polish the specialized reading and writing skills that they require to pursue their educational and vocational goals.

Growth and development in literacy does not end with stage 5. The stages outlined above describe how the process begins and, by implication, what literacy and other programs can do to guide and encourage students in their efforts to learn to read and write. The success of these programs can be measured not so much in terms of the stages achieved by students while they are in the programs, but in terms of what they accomplish afterwards. A truly effective literacy program provides students with the competencies and confidence they require to improve and change their lives.

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Steering Committee

Marcel Bard, Ministry of Education
Laurier Bradley, Ministry of Education
Al Kingstone, Ministry of Education
Tom Matsushita, Ministry of Education
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Writing Committee

Ethel Anderson, Board of Education for the City of Toronto
Gilles Aubry, Algonquin College
Mel Baird, Ministry of Education
Frank Campbell, Peel Board of Education
Judy Campbell, YMCA of Metropolitan Toronto
Dorothe Fair, Wellington County Board of Education
France Germain, Ministry of Colleges and Universities
Marthe Gosselin, Timmins
Jean Handscombe, Board of Education for the City of North York
Rod McColl, Board of Education for the City of York
Julie Reid, Board of Education for the City of Toronto
Edna Rigby, Ministry of Citizenship and Culture
Fred Ryan, Loyalist College of Applied Arts and Technology
John Ryckman, Board of Education for the City of Scarborough
Dale Shuttleworth, Board of Education for the City of York
James Wood, University of Toronto

Advisory Committee

Eugène Bellemare, Ottawa Board of Education
Barbara Burnaby, Ontario Institute for Studies in Education
Lynn Davie, Ontario Institute for Studies in Education
Raymond Jubainville, Carleton Board of Education Don Kelly, TVOntario
Jacques Lachapelle, Sudbury District Roman Catholic Separate School Board
Lily Oddie Munro, Council for University Continuing Education
John Sellers, Ontario Teachers' Federation
Robert. W. Struthers, Association of Colleges of Applied Arts and Technology of Ontario
Wendy Terry, Ontario Association for Continuing Education
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